

Message Text

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ACTION PM-05

INFO OCT-01 AF-10 ISO-00 CIAE-00 H-01 INR-10 L-03
NSAE-00 NSC-05 PA-01 SP-02 SS-15 ICA-11 ACDA-12
OMB-01 AID-05 TRSE-00 HA-05 EB-08 COME-00 IO-13
/108 W

-----070363 100459Z /20

R 081207Z JUL 78
FM AMEMBASSY LOME
TO SECSTATE WASHDC 4450
INFO USCINCEUR
CINCPAC HONOLULU HAWAII
USCINCSO
SECDEF WASHDC
JCS WASHDC
CSA
CNO
CSAF
CMC
DISAM W P AFB OHIO

C O N F I D E N T I A L SECTION 1 OF 2 LOME 2238

E.O. 11652: GDS
TAGS: MASS, MPOL, TO
SUBJECT: SECURITY ASSISTANCE REPORTING REQUIREMENT:
TOGO

REF: STATE 167901 DTG 010215Z JUL 78

1. U.S. INTERESTS: TOGO DOES NOT HAVE A FORMAL SECURITY ASSISTANCE RELATIONSHIP WITH THE U.S.; A PRESIDENTIAL DETERMINATION WILL BE NECESSARY IN ORDER TO CREATE SUCH A RELATIONSHIP. NEVERTHELESS, U.S. INTEREST IN SUCH A RELATIONSHIP IS REAL. TOGO IS PLAYING AN INCREASINGLY IMPORTANT REGIONAL ROLE AND IS SEEKING, WITH SUCCESS, TO PLAY A LARGER ROLE IN THE AFRICAN POLITICAL SYSTEM. TOGOLESE PRESIDENT EYADEMA
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HAS SOUGHT TO REDUCE INTRA-AFRICAN CONFLICTS, INCLUDING PLAYING A MAJOR ROLE IN THE REINTEGRATION OF GUINEA IN THE REGIONAL CONTEXT, AND WAS A LEADER IN THE EFFORT TO ORGANIZE THE AFRICAN SHABA DEFENSE FORCE. A COMPANY OF TOGOLESE TROOPS IS IN SHABA AND THE PRESIDENT WISHES TO SEND ADDITIONAL TROOPS. TOGO IS AN ANTI-COMMUNIST AND MODERATE STATE WHOSE SECURITY INTERESTS COINCIDE SUBSTANTIALLY WITH THOSE OF THE

U.S. THE SPECIFIC U.S. SECURITY ASSISTANCE OBJECTIVES WITHIN REGARD TO TOGO ARE: 1) TO REINFORCE TOGO'S ABILITY TO DEFEND ITSELF, 2) TO PROVIDE TRAINING ASSISTANCE TO SELECTED MEMBERS OF TOGO'S MILITARY, AND 3) TO ASSIST TOGO TO DEVELOP AND MAINTAIN A FORCE CAPABLE OF PARTICIPATING IN AFRICAN COLLECTIVE SECURITY MEASURES AGAINST DESTABILIZING INITIATIVES.

2. THE THREAT: THE EXTERNAL THREAT TO TOGO COMES PRIMARILY FROM POSSIBLE MERCENARY ATTACKS. ONE SUCH ATTACK WAS ABORTED IN THE FALL OF 1977. IT IS NOT KNOWN WHO ORGANIZED THE MERCENARIES. SUSPICION POINTS TOWARDS GHANA. THE OTHER MAJOR EXTERNAL THREAT WOULD BE SUBVERSION FROM BENIN WHERE COMMUNIST INFLUENCE IS STRONG AND SIGNIFICANT CUBAN, NORTH KOREAN AND RUSSIAN MISSIONS ARE TRAINING BENINESE TROOPS. TOGO'S STRATEGY WITH RESPECT TO ITS EXTERNAL THREAT IS TO ACCEPT SUPPLIES AND TRAINING FROM ALL SOURCES: FRANCE, ALGERIA, LIBYA, CHINA AND NORTH KOREA FURNISH ARMS AND AND/OR TRAINING AT PRESENT. THE FRENCH CONTRIBUTION REMAINS BY FAR THE LARGEST. TOGO HAS AN ARMY OF 5,000 MEN WHICH APPEARS WELL TRAINED AND WELL LED BY AFRICAN STANDARDS. THE TOGOLESE ARE COOPERATING IN A FRENCH-SUPPORTED MILITARY PACT ORGANIZED AROUND THE FRENCH-SPEAKING COUNTRIES OF THE CEAO UNDER THE LEADERSHIP OF SENEGAL AND IVORY COAST. INTERNALLY, TOGO HAS A ONE-PARTY SYSTEM AND THE PRESIDENT RUNS A TIGHT SHIP. THE SYSTEM APPEARS STABLE; HOWEVER LIKE ALL SYSTEMS ORIGINATING FROM MILITARY COUPS, IT REMAINS SUBJECT TO THE

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POSSIBILITY OF FURTHER COUPS.

3. MISSION'S PERCEPTION OF THE THREAT: THE MISSION'S PERCEPTION OF THE THREAT ACCORDS IN LARGE MEASURE WITH THE HOST COUNTRY'S ESTIMATE. THE TOGOLESE MILITARY AUTHORITIES, HOWEVER, TAKE THE POSSIBILITY OF CONVENTIONAL INVASION BY EITHER GHANA OR BENIN MORE SERIOUSLY THAN THE EMBASSY DOES.

4. MILITARY ESTABLISHMENT: TOGOLESE HAVE A LIGHT INFANTRY FORCE OF ABOUT 5,000 MEN, A NAVY CONSISTING OF TWO SMALL PATROL CRAFT AND AN AIR FORCE CONSISTING OF SEVERAL TRANSPORT AIRCRAFT AND JET TRAINERS.

5. ASSESSMENT OF THE TOGOLESE DEFENSE FORCE: TOGOLESE DEFENSE FORCE APPEARS APPROPRIATE FOR TOGOLESE NEEDS. IT IS WELL TRAINED AND LED BY AFRICAN STANDARDS. THE MISSION BELIEVES THAT FRANCE WILL CONTINUE TO SUPPLY THE OVERWHELMING MAJORITY OF TOGOLESE REQUIREMENTS AND ADJUST ITS ASSISTANCE TO ANY CHANGES IN THE NATURE OF THE THREAT. THE U.S. INTEREST WOULD BE SERVED BY ASSISTING WITH SMALL BUT SIGNIFICANT ADDITIONAL REQUIREMENTS.

6. DEFENSE SPENDING: THE STATED BUDGET FIGURE ON DEFENSE EXPENDITURES IS 4,789,259,000 CFA (\$20,822,865). THIS FIGURE IS UNDERSTATED. ACCORDING TO INFORMED FRENCH SOURCES, THERE ARE ADDITIONAL BUDGET SOURCES WHICH ARE USED FOR MILITARY PURPOSES. PROBABLY DEFENSE EXPENDITURES TOTAL 7.9 PER CENT OF BUDGET AND 3.5-4.0 PER CENT OF GNP. TOGO HAS HAD A CASH FLOW PROBLEM AS A RESULT OF A DEBT SERVICE BURDEN THAT WAS IN EXCESS OF 20 PER CENT. HOWEVER THE WORLD BANK BELIEVES THAT RECENT INFLOWS OF MEDIUM AND LONG TERM CAPITAL MAY HAVE REDUCED THE DEBT SERVICE BURDEN TO AROUND 10 PER CENT OF FOREIGN EXCHANGE EARNINGS. ACCORDINGLY, MILITARY IMPORTS AS A PROPORTION OF THE DEBT SERVICING BURDEN WOULD HAVE BEEN REDUCED. THE EMBASSY IS SKEPTICAL OF THE WORLD
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BANK ESTIMATE BUT ACCURATE DATA ARE LACKING.

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ACDA-12 OMB-01 AID-05 TRSE-00 HA-05 EB-08 COME-00
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TO SECSTATE WASHDC 4451
INFO USCINCEUR
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JCS WASHDC
CSA
CNO
CSAF
CMC
DISAM W P AFB OHIO

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7. HUMAN RIGHTS SITUATION: ESSENTIALLY TOGO IS AN AUTHORITARIAN REGIME WHICH GIVES PRIORITY TO NATIONAL UNITY AND ECONOMIC PROGRESS OVER INDIVIDUAL CIVIL AND POLITICAL LIBERTIES. VIOLATIONS OF THE INTEGRITY OF THE PERSON HAVE OCCASIONALLY OCCURRED BUT WITHOUT GOVERNMENT APPROVAL. WITH THE EXCEPTION OF FREEDOM OF RELIGION, THE OVERALL HUMAN RIGHTS SITUATION HAS NOT CHANGED SIGNIFICANTLY FROM THAT DESCRIBED IN THE COUNTRY REPORT ON HUMAN RIGHTS SUBMITTED TO CONGRESS UNDER THE REQUIREMENTS OF THE FOREIGN ASSISTANCE ACT IN JANUARY 1978. IN MAY 1978, THE GOVT FORBODE THE PRACTICE OF 15 SPECIFIED CULTS AND SECTS. THE AFFECTED SECTS WERE EITHER ONES, SUCH AS THE JEHOVAH'S WITNESSES, WHOSE BELIEFS RESTRICTED THE SUPPORT ITS ADHERENTS COULD GIVE TO NATIONAL AND PARTY

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OBJECTIVES OR ONES DEEMED BY THE GOVERNMENT TO BE EXPLOITING THE CREDENCE OF THEIR FOLLOWERS. PROBABLY LESS THAN 10,000 TOGOLESE WERE AFFECTED BY THE GOVERNMENT'S ACTION.

8. SECURITY ASSISTANCE: THE EMBASSY DOES NOT REQUEST A COUNTRY PROGRAM OF MAP OR FMS AT THIS TIME. WE WOULD LIKE TO BE IN A POSITION, HOWEVER, TO RESPOND TO POSSIBLE REQUESTS FOR LOGISTIC SUPPORT TO MAINTAIN THE TOGOLESE CONTINGENT TO THE INTER-AFRICAN PEACEKEEPING FORCE IN SHABA. THIS MEANS A PD. US POLITICAL SUPPORT FOR THE COLLECTIVE SECURITY EFFORT AS EXPRESSED IN OUR INITIAL SUPPLY OF AIRLIFT WOULD MAKE ANY INABILITY TO MEET ON-GOING NEEDS OF THE FORCE BEYOND THOSE WHICH CAN BE SUSTAINED BY FRANCE AND MOROCCO A SERIOUS EMBARRASSMENT TO OUR BILATERAL RELATIONS. SUCH A FAILURE TO FOLLOW THROUGH WOULD ALSO GIVE ELEMENTS OF OUR OVERALL AFRICAN POLICY THE APPEARANCE OF INCONSISTENCY OR INDECISION.

9. IN ADDITION TO CLEARING AWAY THE LEGAL IMPEDIMENT, THE LACK OF A PRESIDENTIAL DETERMINATION, TO SUPPORT FOR TOGO'S CONTRIBUTION TO AFRICAN COLLECTIVE SECURITY, THE EMBASSY BELIEVES FUNDS SHOULD BE MADE AVAILABLE FOR TWO TRAINING-ORIENTATION TOURS FOR TOGOLESE OFFICERS ANNUALLY AS A FOLLOW ON TO THE HIGHLY SUCCESSFUL PROGRAM IN THE FALL OF 1977. THAT PROGRAM FINANCED BY FY 1977 FALL-OUT FUNDS INCCEASED MISSION ACCESS TO THE POLITICALLY IMPORTANT TOGOLESE MILITARY AND ALLOWED US TO ESTABLISH CONTACTS WHICH FACILITATED OPERATIONAL COORDINATION DURING THE SHABA AIRLIFT.

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Message Attributes

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SAS ID: 2079536
Secure: OPEN
Status: NATIVE
Subject: SECURITY ASSISTANCE REPORTING REQUIREMENT: TOGO
TAGS: MASS, MPOL, TO, US
To: STATE
Type: TE
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